UNDER THE SURFACE IN WASHINGTON

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Price control: is it on the skids?

The battle of price control versus inflation in the postwar period is reaching the decisive stage in Washington.

The Office of Price Administration is locked in a death grip with manufacturing and retail business associations over the issue of reconversion pricing.

The chances for price control surviving up to a point at which the most serious dangers of postwar inflation have been skirted, hinge pretty largely on the outcome.

Four industry and business groups are out to break OPA's back on the reconversion pricing issue. They are National Association of Manufacturers, the automobile industry, the washing machine industry, and the retail associations.

The feeling is growing here that the Price Control Act, which has never been popular with a majority of Congress, may be allowed to die a natural death when the current enabling legislation expires next June 30.

Authorities close to the issue feel that the only things which can prevent Congress from letting price control die on the vine are an upsurge of support from farm, labor, and consumer groups, and for the Administration to come forward this fall with a program for limited price control to operate until the dangers of inflation are completely passed.

Thus far neither widespread public support nor a tapering off price control plan have been developed. OPA is concentrating on the problem of making its reconversion price formula stick for 15 major industries. Neither the issues involved nor the implications of price control abandonment are widely understood by the general public.

The immediate issue . . .

The immediate question is this: OPA's general reconversion pricing formula permits manufacturers to include in 1945 prices prewar manufacturing costs, plus a slight increase for higher costs of labor and materials, if any, plus a prewar profit margin.

OPA believes that this formula, in most cases, will make reconversion costs about comparable with those of 1942. Should they run higher than 1942 retail costs, distributors and retailers are asked to absorb the difference.

Both manufacturing and retail associations are fighting the reconversion formula, though the fight over cost absorption is especially bitter.

The retailers charge that this policy already "has gone about as far as it can go," and declare that it is impossible for them to recommend "a practicable, reasonable, and economic pricing program" under the President's recent hold-the-price-line order.

The retailers claim the OPA policy is "uneconomic, unsound, inequitable, and has no place in a peacetime competitive economy."

Price Administrator Bowles contends that the retailers have misinterpreted OPA's basic policies and the President's executive order, and he challenges the assumption that the economy is back on a peacetime basis.

The long-time issue . . .

Leaders in and out of government concerned with the dangers of inflation say that the issue is directly related to the question of mass consumption, necessary to full production and full employment, in the postwar period.

They fear that taking the brakes off prices before the hazards of inflation have been cleared will result in a contraction of markets, a curb on employment and production.

Washington expects . . .

Showdown fight on price control over reconversion pricing policies, page 1.

Full employment bill to pass in some form, though it won't automatically insure jobs for all, page 2.

Farm prices to hold fairly steady for another year, then drop to price support levels, page 3.

Production and marketing strings to be hooked on to postwar price support promises, page 4.

Price control operations have suffered from general dislike of the nuisances accompanying it, plus the natural human desire to want price control only on the things you have to buy.

Major farm groups supported price control legislation last spring, though American Farm Bureau Federation and National Grange have been consistent in giving OPA a blackeye.

Industrial and business groups, with the approach of reconversion, have become outspoken against price control, claiming it hangs a ball and chain on "free enterprise."

Labor groups have been severely critical of OPA for not pulling the price strings tighter than Congress permitted.

OPA is under an almost constant barrage of criticism from Congress.

Net effect is to give the public the impression that price control is more than a national nuisance which nobody wants, but should be tossed in the ash heap without further delay.

Most independent observers agree, however, that the loudest criticism of OPA isn't based on whether OPA management is good, bad, or indifferent, but on opposition to price control itself.

Farmers in a squeeze . . .

OPA is getting some evidence of support for continued price control in public reactions to the removal of gasoline rationing and the easing, or approaching end, of other ration controls.

In general, public reaction noted here is: "Don't let prices go up, now that we can buy things again."

OPA is looking for its major support to come from farm, labor, and consumer groups. The reason is obvious: If price control is killed, the prices of many of the important products which farmers, workers and all consumers have to buy are expected to soar the highest and to stay up the longest.

The inflationary pressures which cause prices to soar are expected to ease first on the basic materials, including food (except for meats, fats and oils, and sugar). This means that the supply of these materials is apt to be the first to come close enough in line with demand to keep the price damper on.

Next in order of probable deflation are textiles, clothing, consumer durable goods (such as tractors, automobiles, washing machines, refrigerators, household furnishings), construction materials, and finally, rents.

Farmers might cash in on an apparent price advantage for a brief period if price control were abandoned early, though even that would depend on the season. But over the long pull they would be caught in a price squeeze, with the prices of things they have to sell on the downgrade, while the prices of the things they have to buy are going up.

Reconversion farm pricing . . .

Unless the policy is changed by Congress, price ceilings on farm products will be continued until the supply of any particular commodity becomes large enough to keep prices from going out of bounds.

This is the general postwar farm pricing policy OPA intends to follow during the coming months of reconversion.

Whenever the supply of a farm commodity—say corn or hogs—becomes large enough to keep prices from going sky high, OPA will suspend price ceilings for a definite, trial, period. Usually it will be 90 days.

If, during the trial period, prices should climb back up to and beyond the old price ceiling point, the lid will be clamped back on again.

OPA plans to time the ceiling suspensions to the normal marketing periods for a commodity. Some farm products have price ceilings already higher than the general level at which most prices have been stabilized. Increases over the "stabilization level" have been granted in order to increase production of crops especially needed for the war effort.

OPA policy will be to recommend downward adjustments in price ceilings for these commodities when the need for increased production has passed.

Any downward price ceiling revisions will have to be approved by Secretary of Agriculture Anderson, and by Stabilization Director William H. Davis.

It will thus be possible during the coming year when farm prices are settling back to what might be called the "postwar normal" for price ceilings to be taken off some commodities, while on others the price lids are being clamped down a little tighter.

Seeking a solvent to equalize the atomic bomb . . .

Capital nerves had scarcely quieted after the stunning announcement of man's discovery and first use of the atomic bomb when General H. H. Arnold, head of the Army Air Forces, set them tingling again with startling predictions of the war machines which can be expected in the foreseeable future:

Manned or pilotless aircraft travelling at speeds faster than sound, seeking out and destroying targets by their automatic reaction to heat, light and metal.

Development of guided missiles which can make exact hits on targets of a mile square or less in any part of the world from any part of the world.

Improved atomic bombs "destructive beyond the wildest nightmares of the imagination," a weapon ideally suited to sudden, unannounced attack.

Development of techniques for launching, landing and supplying airborne forces which can be dropped, completely equipped, at any point in the world in a matter of hours.

"None of these things is visionary or merely possible," General Arnold said. "They are probable to the point almost of inevitability."

As much as the atomic bomb itself, General Arnold's comments serve to illuminate the vast distance by which the breath-taking progress of physical science has outstripped the snail-like pace of social science.

Physical science already has entered the age of Buck Rogers and Flash Gordon.

Social science is still struggling only a little beyond the days of the ancient Greeks and Romans.

The most fearful question facing Washington and the world is what will happen when the mysteries of the atom have been finally solved, even by the "have not" nations.

Leaders whose minds aren't circumscribed by self-interest are beginning to wonder if, in the world of the future, it will be safe for the human race to permit the existence of "have not" nations, and slums on the other side of the tracks.

Economic emancipation . . .

Discussion of the atomic bomb shattered the customary calm of the Conference on Science, Philosophy and Religion held recently in New York, like an alka-seltzer tablet dropped in a glass of water.

Norman Cousins, editor of *The Saturday Review of Literature,* set off a heated debate by delivering a paper called "The Obsolescence of Modern Man." Said Cousins:

"With the Atomic Age, man now has it within his grasp to emancipate himself economically. If he wills it, he will be in a position to refine his competitive impulses. He can take the step from competitive man to cooperative man. The same atomic and electrical energy that can destroy a city can also usher in an age of economic sufficiency."

He said the alternatives were the destruction of civilization, the reversion of man to his position in society in 10,000 B. C., or the invention of a solvent which might equalize the atomic bomb.

He suggested that such a solvent might be world government. The political question, he said, is one of adjustment from "national man to world man. Humanity must recognize the flat truth that the greatest obsolescence of all in the Atomic Age is national sovereignty.

"We are building soap bubbles if we expect this problem to be automatically solved by having America, Britain and Canada keep the atom bomb a secret to themselves. We must not forget that we were not the only horse in the atomic derby. The others will be along in due time."

Cousins suggested that newspaper datelines should read 2945, instead of 1945, "because a thousand years have passed since the dropping of the atom bomb."

American failures . . .

Most of man's progress has been on the materialistic side. The human being hasn't yet learned fully to adjust his ways of living and doing business to the machine, much less to atomic energy, radar and jet propulsion.

In an age in which the advancement of physical science makes it possible for every man, woman and child to have the essentials of a decent life, the human animal is still unable, or unwilling, to arrange his social order sufficiently well to eliminate the "have not" nations and to wipe out the slums on the other side of the tracks.

Those who advocate much larger expenditures for research in the sciences of economics, distribution and government, cite the following as American failures:

(1) The richest country in the world has been unable to maintain steady employment.

(2) A country with superior productive capacity has had to depend on depression to keep its economic machine balanced.

(3) Sapping the nation's manpower through unemployment is comparable to the blood-letting that was accepted medical practice two centuries ago.

(4) Public subsidies to keep the economy from collapsing have the same basic purpose as the bread and circuses used by the Roman emperors to keep the populace from revolt.

Flunking distribution lesson . . .

Most of the major bills scheduled for early Congressional consideration are concerned with these weaknesses. They include the Wagner-Murray-Patman full employment bill, the Murray-Wagner-Dingell public health and social security measure, and a bill for federal education.

The nation is burning its midnight oil over its lesson on distribution of pur-

chasing power. It has received an "A" grade on production. So far it's flunking the course on distribution.

The Wagner-Murray-Patman full employment bill is conceded to pass in some form. Skeptics claim it assures employment only to economists and statisticians.

The measure provides that the President study and report to Congress each year the employment prospects for the ensuing year. It is aimed at stimulating private enterprise. But if the national job budget indicates that private industry won't furnish enough work for full employment, it is proposed to fill in the gap by government-financed public works.

Whether Congress authorizes public works and other public investment to take up the slack between the number of persons for whom private industry provides work and the number who want to work is left to future legislation.

Many feel there is danger that the public will think passage of the Wagner-Murray-Patman bill automatically guarantees jobs for all, and that nothing more will be done to backstop the legislation.

Long road to jobless era . . .

Most Capital insiders feel that the country faces a stiff and continuing uphill fight for years to make good on full production and full employment, both essential to steady, high farm income. The Wagner-Murray-Patman bill is a start which most feel may, and should, lead to supplementary measures that will give it teeth.

There are pessimists in Washington who believe that full-scale unemployment, depression, and possibly social upheaval are fast approaching. But a larger number are optimistic, even though they view the future with uncertainty.

Balancing up the views, it seems probable that reconversion will be rough and unemployment severe for six months to a year. Then a period of recovery will set in. Deep depression seems to be at least several years in the distance.

Whether depression comes at all depends on how fast Americans think and act on problems of distributing the fruits of the enormous production of which the nation has proven itself capable.

Another year of good prices, then look out . . .

The prevailing view in Washington is that farmers will have another year of pretty clear sailing on prices, then, by harvest time in the fall of 1947, they'll have to rely on the harbor lights of price support legislation to guide them into postwar home ports.

Aside from getting the boy home, buying that new tractor, fixing up the house, and seeing that their Congressmen vote for plenty of postwar jobs, the fate of farm price legislation becomes about the next most important item on the list for the men and women who make their living on the acres.

There are four important things to remember about postwar farm income and farm price support legislation:

(1) Farm income will depend more upon the level of national income—particularly the volume of wages and salaries of factory and white collar workers and the earnings of business—than upon any other single thing.

(2) High national income depends not only upon high production from the farms, but upon high production from industry as well; upon mass distribution and mass consumption of farm and industrial products.

(3) The existing farm price support legislation merely sets up the machinery to maintain the prices of certain commodities at not less than 90 percent of parity. It will take the grease of Congressional appropriations to make the machinery work.

(4) It can be taken for granted that neither Congress nor the Administration will offer farmers a guaranteed price level of 90 percent of parity without some return assurances on the part of farmers as to the amount that's produced and the way it's marketed.

3 groups supported . . .

Three groups of farm commodities are now getting price support. They are:

The six "basic" crops—corn, wheat, cotton, rice, tobacco, and peanuts raised for nuts.

The 14 "Steagall" commodities—hogs, eggs, chickens, turkeys, milk, butterfat, dry peas, dry beans, American-Egyptian cotton, potatoes, cured sweet potatoes, soybeans, peanuts and flaxseed for oil.

Some 140 other commodities, including wool, sugar beets, sugar cane, hemp, naval stores, blackeyed peas and beans, barley, grain sorghums, rye, certain fruits and vegetables for canning, certain vegetable seeds, cover crop, hay and pasture seeds, and Sea-Island cotton.

For the basic commodities, 90 percent of parity loans (92½ percent for cotton) are mandatory for two years after the official end of hostilities—unless marketing quotas have been proclaimed and rejected.

The Steagall commodities are protected at 90 percent of parity for the same two-year period. These are the commodities for which the Secretary of Agriculture has asked by formal proclamation for war increases in production.

On both basic and Stegall commodities the President is required until next July to use "all lawful action" to assure the producers of these crops the higher of parity price, or the highest price received between January and September, 1942. Unless renewed, this requirement expires next June 30.

There are no fixed postwar price supports specifically set out for the other 140-some commodities now receiving price support. It is the policy of Congress, however, to require that Department of Agriculture loan and purchase operations be so conducted as to keep the prices of these commodities at a fair parity relationship with the others—to the extent that funds are available, and after the basic and Steagall commodities have been financed.

For how long? . . .

How long does the price support period last? The postwar period begins on the Jan. 1 after the official "end of hostilities," either as declared by a Presidential proclamation or by a Congressional resolution.

This means that the price support period is *certain* to run through 1947; *probably* will run through 1948; and *might* run beyond 1948. World War I hostilities didn't end officially for nearly two and a half years after the Armistice.

The best current estimate is that you'll be able to count on supported prices at least through 1948. In other words, President Truman isn't likely to declare hostilities officially at an end until some time next year—too much of his needed reconversion authority depends upon the official ending of the war. Moreover, he has a stiff campaign coming up in 1948, and it isn't in the nature of politicians to throw away any political advantage just before a big race.

The importance of price supports is indicated by the fact that for the five-year, 1939-43, period, the basic and Steagall crops alone accounted for 63 percent of U. S. average farm cash income.

1946 prospects . . .

Price supports now in effect range from 90 percent to around 130 percent of parity. It will be the producers of crops now highly supported who will stand to lose the most in price protection if and when prices slide to postwar floors.

The level of all farm prices is now at 119 percent of parity. A skid to the 90 percent of parity postwar guarantee would mean a drop of about 25 percent.

But even the gloomiest crepe hanger in the Department of Agriculture will agree there's no need for farmers to get panicky. Price supports won't drop all of a sudden; for most commodities they'll be eased down.

Two factors will govern the slippage in price supports to be announced late this fall for 1946: (1) How badly a commodity is wanted, (2) how much price support money is on tap.

Here are some of the commodities for

which price supports are apt to be somewhat leaner next year:

Flax, because an "economy" Congress isn't likely to put up the production incentive money it did this year.

Canned fruits and vegetables, dry peas and dry beans because of the cut in military buying and big military stockpiles.

Peanut price support is likely to skid from present $160 a ton to $150, with a flat rate for all varieties.

Continuation of milk subsidy payments beyond next June 30 depends on Congressional appropriations.

Next year is expected to be the last big year for wheat. Wheat price support automatically will drop to 90 percent of parity (support is now parity) unless the Bankhead amendment to the Price Control Act is renewed.

Some sentiment is developing to lower the price support on hogs after next September.

This table will give you a rough basis for figuring the "worst" that can happen to farm prices, if and when they sink to postwar price support levels. These figures are based on July 15 prices. The exact minimum supports are determined from year to year, and they are tied to a changing parity relationship:

Commodity	Price July 15	Present Support	90% of Parity
Corn	$1.18	$1.04	$1.04
Wheat	1.58	1.54	1.38
Soybeans ...	2.16	2.04	1.49
Hogs	14.63	13.00	11.34
Milk	3.09	*	2.32
Eggs	.379	.24-.27	.315

* Subsidy.

(Corn and hogs, Chicago basis; wheat, Kansas City; others, national average; milk payments vary by regions from 45c to 75c per 100 lbs.)

Sharp cut in exports . . .

Lend-lease, military buying, domestic subsidies, and high domestic buying power kept the load off direct support-price buying during the war. It won't be many months before the load of carrying price support operations is thrown back on the funds appropriated for that purpose—Commodity Credit Corp. money.

Lend-lease and military buying, roughly equal, have taken a fourth of all U. S. food production. The total has run well over $4 billion, at wholesale prices, for each fiscal year since 1942-43. The effectiveness of this buying was further increased since it was concentrated in government hands.

The end of Lend-lease will be partly offset by continued foreign relief and by postwar exports. But the foreign buying will be done by hard-headed foreign purchasing agencies more interested in getting the most for their money than in supporting U. S. farmers' prices.

The U. S. may be able to tie some strings to credit extended foreign countries, require that it be used in certain ways. Even so, a high-price export policy will only cause foreign governments to shift to home and other cheaper food sources as fast as they can.

The military will have to feed an average of around 7 million during the next 12 months. But the Army will eat less, draw on its big reserves, have no combat losses to make up, and gradually taper off its food buying to the amount needed for 2 to 3 million in the semi-permanent Continental and U. S. occupation forces.

The 7 million-plus servicemen to be released this year will continue to buy in stores, but they won't eat as much, and they won't be buying to support farm prices.

CCC will need more $$$ . . .

Commodity Credit's legal existence ends June 30, 1947, unless renewed. Until that time it has borrowing authority of $4,750,000,000. About three-fourths of this either has been spent for earlier subsidies and losses, is earmarked for present subsidies, or is tied up in inventory stocks and loans. Required loan commitments on 1945 crops take up part of the balance.

Some of the inventory and loan money will be recovered, but if the price support load becomes heavy, CCC will have to go back to Congress for more funds.

Another $100 million of Federal funds is earmarked for diversion of surplus crops and new uses, while $50 million additional is available for school lunches. Subsidies, which in the past have helped to hold up the farmer's price galluses, all expire next June 30, unless renewed.

So it's pretty certain that between now and the expiration of subsidies next summer, the whole question of price support legislation and postwar price support financing will be coming up before Congress. It is equally certain there'll be a lot of dust raised over the issue.

Secretary Anderson feels that existing price support legislation hog ties the Department of Agriculture to too rigid a system of operation. He wants Congress to put more flexibility in it.

The official USDA attitude is one of strong support for 90 percent of parity farm prices. But unofficially, it doesn't think this will be politically possible for many years without some strings attached to both production and marketing.

One of Anderson's close advisers said it another way: "If farmers are to have 90 percent of parity price support, they must be ready to form a new partnership with government."

The next moves will be to hook some legal strings onto postwar price supports, and Congress is pretty sure to go along. In fact, USDA's solicitor thinks this is already possible without new legislation.

Secretary Anderson hasn't figured out the blueprint he wants for postwar price supports. He has key officials busy working up recommendations, and these are some of the possibilities now getting attention:

In general, the current idea is to guarantee a price support only on each producer's share of a desired national production, using all or part of the existing AAA machinery.

Coupled with this is the idea of letting farm prices seek their market level and making up the difference in direct payments. In other words, if your corn goal were 100 acres and you raised 110, you'd have a protected price (in the form of direct payments) only on the 100 acres.

This was the scheme outlined in the reconversion reports of both James F. Byrnes and Fred Vinson when they were directors of war mobilization and reconversion.

Such a system could be applied to the basic crops which are easily stored. The prices of perishable crops might be supported by direct purchase and resale, or worked into consumption through such programs as the food stamp plan, school lunch, or direct relief.

With the new emphasis given all research by development of the atomic bomb, more attention also is apt to be paid to development and expansion of new crop uses—such as grain for industrial alcohol.

Next year will be the year of small-scale, "pilot-plant" experimentation. During 1946 you can expect to see the pattern of price supports for the longer period slowly emerge.

Signs of the times—new U. S. business organization . . .

Less widely publicized than some of the "big league" testimony on the Wagner-Murray-Patman full employment bill was that of Clarence Avildsen, chairman of the Republic Drill and Tool Co., of Chicago, which denotes a significant trend in business organization. Said Mr. Avildsen:

"I am appearing before this committee not only because I am a businessman, but because I am a member of a committee which is now engaged in organizing a new businessmen's association to be known as the New Council of American Business.

"This new organization will be composed of liberal and progressive businessmen who feel that the public policies generally sponsored by the U. S. Chamber of Commerce and the National Association of Manufacturers are not as liberal and progressive as they should be."

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FACTS ABOUT FAO

The Food and Agriculture Organization of the United Nations

First Things First

FAO is the first of the permanent new United Nations organizations to be launched after the war; invitations to its first Conference, scheduled for October 16 in Quebec City, Canada, were sent to 44 governments on the day Japan capitulated -- August 14, 1945. Many people will agree that this is fitting, since nothing is more basic than food to human well-being and the future peace of nations.

Purposes of FAO

The preamble to the Constitution of FAO tells the reason for its existence in a few words:

> "The Nations accepting this Constitution, being determined to promote the common welfare by furthering separate and collective action on their part for the purposes of
>
> raising levels of nutrition and standards of living of the peoples under their respective jurisdictions,
>
> securing improvements in the efficiency of the production of all food and agricultural products,
>
> bettering the condition of rural populations,
>
> and thus contributing toward an expanding world economy,
>
> hereby establish the Food and Agriculture Organization of the United Nations."

Origin of FAO

In May 1943 representatives of 44 countries were invited, on the initiative of President Roosevelt, to the United Nations Conference on Food and Agriculture at Hot Springs, Virginia, U.S.A. Among these men and women were some of the best known world authorities on agriculture, food, and nutrition. The result of their discussions was clear agreement on such points as these:

> The world has never had enough to eat. At least two-thirds of its people are ill-nourished; many face periodic starvation; and this in spite of the fact that two-thirds of the world's people are farmers.
>
> The modern science of nutrition proves beyond doubt that if all people could get enough of the right kinds of foods, the average level of health and well-being could be raised much higher than it is now.
>
> The modern science of production shows how to produce enough of the right kinds of foods. To do it, farmers everywhere must have the opportunity to use modern production methods.
>
> But production alone is not enough. Foods must be so distributed that the levels of consumption of those who do not have enough are progressively raised.
>
> This implies an expanding world economy, in which each nation will play its own part, but all will act together. Only by acting together can nations, in the close-knit modern world, achieve peace, prosperity, and rising standards of living.

Interim Commission Lays Groundwork for FAO

On the recommendation of the Hot Springs Conference, the United Nations Interim Commission on Food and Agriculture was set up in July 1943 to make plans for a permanent organization which would deal not only with food and agriculture but with forestry and fisheries as well. Each of the United Nations appointed a representative on the Interim Commission. L. B. Pearson of Canada was elected Chairman, P. I. Tchegoula of the U.S.S.R. (later succeeded by M. V. Lavrichenko) and P. W. Tsou of China were elected Vice Chairmen. The Commission has been assisted by a small international secretariat and by a number of technical committees, on science, economics, nutrition and food management, agriculture, forestry, fisheries, and statistics. The work was financed by contributions advanced by member governments.

In January 1944 the Commission completed the first draft of a constitution for FAO and forwarded it, together with a report on the suggested structure and functions of the organization, to governments for comment and suggestions. In July 1944 the final draft of the

constitution was sent to member governments. Since that date more than 20 governments, the number required to bring FAO into existence, have notified the Interim Commission of their acceptance of the constitution.

First Conference Especially Important

The Commission has therefore been preparing for the first conference, which will formally establish FAO, appoint the Director-General, and make plans for the early work of the organization.

This first conference will be especially important not only because it will set up the first of the United Nations specialized organizations but because FAO will begin work in the period of transition from war to peace. Many countries will be concerned with the problem of readjusting their agriculture. Institutions and policies will be in a state of flux. New international arrangements will be in the making, and it will be easier for governments to start in new directions before old ways of thought and action become reestablished. The needs of many countries for food, agricultural equipment, livestock, seeds, and other supplies are urgent, and technical advice and assistance will be required if improved production methods are to be used. On the other hand, in some countries where production has been pushed to high levels to meet wartime needs, farmers are worried about the possible accumulation of surpluses.

FAO will be concerned to help nations to meet such problems on an international plane. Even in the first year, much might be done to lay the foundations for mutually advantageous adjustments and greater cooperation in place of the economic chaos of the period between the two world wars.

Functions of FAO

According to Article I of the FAO Constitution:

"1. The Organization shall collect, analyze, interpret, and disseminate information relating to nutrition, food and agriculture.

"2. The Organization shall promote and, where appropriate, shall recommend national and international action with respect to

(a) scientific, technological, social, and economic research relating to nutrition, food and agriculture;

(b) the improvement of education and administration relating to nutrition, food and agriculture, and the spread of public knowledge of nutritional and agricultural science and practice;

(c) the conservation of natural resources and the adoption of improved methods of agricultural production;

(d) the improvement of the processing, marketing, and distribution of food and agricultural products;

(e) the adoption of policies for the provision of adequate agricultural credit, national and international;

(f) the adoption of international policies with respect to agricultural commodity arrangements.

"3. It shall also be the function of the Organization

(a) to furnish such technical assistance as governments may request;

(b) to organize, in cooperation with the governments concerned, such missions as may be needed to assist them to fulfill the obligations arising from their acceptance of the recommendations of the United Nations Conference on Food and Agriculture; and

(c) generally to take all necessary and appropriate action to implement the purposes of the Organization as set forth in the Preamble."

How FAO will go about Its Work

The policy-making body of FAO is the Conference, composed of one representative from each member nation. Each nation has one vote in the Conference, which will meet at least once each year. An Executive Committee of nine to fifteen members will act for the Conference between sessions.

A Director-General will be appointed by the Conference. Acting under its general supervision and that of the Executive Committee, which will advise him on matters of policy and administration, he will be responsible for directing the work of FAO. He will be assisted by an international technical staff and by standing advisory committees on which world experts will serve.

In accepting the FAO constitution, member governments agree to report periodically to one another on the progress made toward achieving the organization's purposes. These reports will furnish information on world production and markets and on the effects of national policies in agriculture, nutrition and food management, forestry, and fisheries. This information will in turn be the basis for proposals for joint action.

Nations will expect advice and information from FAO which will help them to develop their agricultural, forestry, and fisheries resources, to improve their marketing and distribution services, and to raise the nutritional levels and standards of living of their people. In particular, FAO will be concerned with spreading scientific knowledge in all these fields and helping to get this knowledge more widely and effectively used.

FAO will actively encourage research. It will help to arrange collaboration between scientific institutions in all of its principal fields and to keep workers informed of technical developments everywhere. Advances in the more highly developed countries can be applied with great benefit in the less developed regions. FAO will be equipped on request to send out expert missions to make surveys and help get new developments started. It will assist in making arrangements for students to go abroad for study. It will emphasize the development and improvement of extensive services to bring knowledge of improved farming methods, including soil and water conservation, to producers, and it will work for rural betterment and more widespread understanding of nutrition and good food management.

In a word, FAO will try to link the known needs of people for food and other products more directly with the means for satisfying these needs -- modern methods of production, processing, and distribution -- on the theory that this is the way to cure some of the world's worst economic ills, including the hunger and extreme poverty which are among the predisposing causes of war.

The work will not be easy, and it will call for long-continued effort and international good will and understanding. But this is equally true of the work of all of the United Nations organizations.

FAO's Place in the International Set-up

By itself, FAO could make only a limited contribution toward freedom from want and the achievement of an expanding world economy. But it will begin its work in an atmosphere of international cooperation and it must be viewed in this setting. The constitution provides for its becoming a part of the United Nations Organization, where it will take its place under the Social and Economic Council among the other international organizations with specialized responsibilities. FAO will thus work closely with the international organizations concerned with commerce and trade, credit, monetary stabilization, labor, health, education, and other matters vital to the welfare of nations. The success of FAO will depend in large part on the success of the whole United Nations effort looking toward international security, an expanding world economy, full employment, adequate buying power, and freer international trade.

The Cost of FAO

FAO will operate on a budget of $5,000,000 a year for the first 5 years. For the initial year, however, when the organization is getting started and will have only a small staff, the budget will be $2,500,000. Member nations contribute on a scale of allocations based on various factors, but no one nation is called on to contribute more than 25 percent of the total expenses.

Membership of the Interim Commission

Australia, Belgium, Bolivia, Brazil, Canada, Chile, China, Colombia, Costa Rica, Cuba, Czechoslovakia, Dominican Republic, Ecuador, Egypt, El Salvador, Ethiopia, France, Greece, Guatemala, Haiti, Honduras, Iceland, India, Iran, Iraq, Liberia, Luxembourg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Panama, Paraguay, Peru, Philippine Commonwealth, Poland, Union of South Africa, Union of Soviet Socialist Republics, United Kingdom, United States of America, Uruguay, Venezuela, Yugoslavia, The Danish Minister.

UNITED NATIONS INTERIM COMMISSION ON FOOD AND AGRICULTURE
2341 McGill Terrace, N. W.
Washington, D. C.

September 19, 1945

THE COMING WAR AGAINST WANT

Remarks by Gove Hambidge, Executive Secretary, United Nations Interim Commission on Food and Agriculture, at the Share-the-Food-Day Luncheon, Town Hall, New York, N. Y., Tuesday, September 18, 1945

We have just finished a world war. In about a month from now another one will begin. It too will be waged by the United Nations, standing together.

I hope it will be a total war. I hope it will last for decades. I hope all of us here will be enlisted in it, and that it will involve our children, and our children's children.

This coming world war will not pit nation against nation. It will pit nations against a dictator who is the enemy of men in every country.

I mean the Great Dictator. His name is Hunger. His subjects are legion. He rules them, men, women, and children, without mercy.

Nations and peoples have never until now united against him. At Quebec, Canada, on next October 16 they will come together to plan a concerted, long-time campaign.

This meeting at Quebec will launch the new Food and Agriculture Organization of the United Nations.

Please remember that the Food and Agriculture Organization - FAO - is entirely different from UNRRA. Because both are international and concerned with food, people are always getting them mixed up.

UNRRA is a temporary organization, a relief organization, set up to do the urgent and immediate job of relieving the starvation and distress that have followed in the wake of this war.

FAO is a permanent organization, designed to help prevent the kind of starvation and distress that have always afflicted millions of people, war or no war. It is not a relief agency. The only thing it will give away free is information and advice - and then only to those who ask for it.

Some people wonder whether a purely advisory agency can do much good. Ask any top-notch doctor or lawyer or consulting engineer. The services of these people are eagerly sought because they are experts who know their business, and their advice brings results.

FAO will be an expert consultant to nations on nutrition, on food, on agriculture, on forestry, on fisheries. There is no other organization with such broad functions in existence.

It is badly needed. It can do plenty of good.

FAO will be the first of the new permanent United Nations Organizations to come into existence.

That fact is a tribute to the far-sightedness of the late President Franklin D. Roosevelt. As far back as the spring of 1943 he called a United Nations Conference on Food and Agriculture at Hot Springs, Virginia.

I venture to guess that he thought of that conference as the first practical step toward the goal of freedom from want which he had so boldly proclaimed a short time before.

Big international conferences, remember, were not so commonplace in early 1943 as they are now. No wonder - we were in the middle of the war.

I venture to guess that in getting the representatives of 44 nations together from all over the world under such circumstances, President Roosevelt must have thought food was pretty important internationally.

The Hot Springs Conference recommended that a permanent international organization to deal with the problems of food and agriculture be set up as soon as possible. An Interim Commission was appointed to make the necessary plans and draw up a constitution.

The Interim Commission has just about completed its work. Some 26 nations, including the United States, have by now accepted the constitution, others will soon take similar action, and at Quebec the FAO will be formally established.

President Roosevelt knew that hunger, the Great Dictator, can be conquered only by a united world-wide effort. His strategy is beginning to bear fruit.

The meal we have been eating today at this Share-the-Food-Day gathering has been called a "starvation luncheon." It represents what people in many parts of the world are getting in this period of acute food shortages following the war. And it's pretty bad.

But for a great many people this kind of food, this kind of diet, is not a temporary thing at all. This, or maybe worse, is the only kind

of food they ever have. They never get enough to eat. They are almost always on a starvation diet.

You may think these people are a long way off from here, and that it is none of our business whether they are hungry or not. But no country is now more than a short hop by air from any other. The hungry people are just over the aerial back fence.

If you happen to own a nice watermelon patch or a flock of fat chickens, it isn't healthy to have hungry neighbors over the back fence. They could get ideas on dark nights.

There are other millions of people who of course get better than a starvation diet, but still nowhere near what modern nutritionists say they should have. In fact, nutritionists estimate that at least two-thirds of all the people in the world do not get enough of the right kinds of foods to be really healthy and make the most of their lives.

The result, in practically every country, including these United States, is a staggering toll of waste in the form of sickness, suffering, shortened lives, lack of stamina, inefficiency, discontent.

At the same time, remember that two-thirds of the world's people are farmers. Many of these farmers are desperately poor. Most of them produce by primitive methods on little patches of land.

The world needs a whole lot more food - especially such foods as vegetables, fruits, milk, meat, fish, eggs. It needs much better distribution of food. And it needs a vast amount of improvement in farming methods.

FAO is being set up to help achieve just such ends - better farming, more food, better food, better food distribution, better nutrition. In its work it will include fisheries along with farming. It will include all the other products of farming besides food - the fibers, the oils, and so on. It will include forestry because forests are so closely linked with agriculture as growing crops and ways of using the land.

Everyone admits that these are worth-while goals. But some people may tell you they are not practical. The world never has had enough to eat, and these people say it never will have.

Maybe not - I don't know. Many people thought we would never be able to use atomic power. Suddenly, we could.

Long before the atomic bomb burst with startling implications a few weeks ago, science was doing other things less startling but perhaps not less profound in their significance. For example, science has made it possible for humble men, ordinary men everywhere, to produce and to have more food and other products than we have ever had before.

Whether we will ever really have enough of everything for everyone is an academic question. We can have more, much more, than we have now.

The time is at hand when we can use our scientific knowledge to erase ourselves from the earth, if that is what we prefer. Or we can use it to reach higher levels of physical and material well-being then mankind has ever known.

As a world organization, FAO stands for the latter choice. It will spearhead a new kind of world war - a war not of people against people, but of people against hunger and want. This is a war for peace; for hunger is one of the breeders of the other kind of war, of people against people.

FAO will work with other United Nations organizations and the Economic and Social Council to bring about an expanding world economy, higher standards of living and of health, better trade conditions, a quicker and more universal spread of education, a much wider use of scientific knowledge to advance human welfare. The work of all of these organizations must be considered as part of a single effort.

In its own field, FAO will be concerned with food and with those other products of the soil and the sea that make our houses, our clothing, and many other things we use every day. These are the things most fundamental to the well-being of everyone, producers and consumers alike.

If you want to know more about FAO and how it will go about its work, watch what goes on at the conference in Quebec on October 16. Your help will be needed in the war against want.

UNITED NATIONS INTERIM COMMISSION ON FOOD AND AGRICULTURE
Washington, D. C.

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INFORMATION FOR PRESS, RADIO, AND OTHER USES. RELEASE IMMEDIATE.

October 5, 1945

THE WORK OF FAO

The Food and Agriculture Organization of the United Nations

The United Nations Interim Commission on Food and Agriculture today released a General Report to the First Session of the Conference of the Food and Agriculture Organization, to be held at Quebec City, Canada, on October 16, 1945.

This 57-page report, prepared by a panel of experts for the Interim Commission and entitled The Workd of FAO, will be the basic working document of the Conference, at which 26 or more of the United Nations will be represented.

FAO's First Year

After setting forth at length the problems in international coordination, agricultural production, nutrition, fisheries, forestry, and marketing which FAO will undertake to help governments to solve, and the means it will employ in doing so, the Interim Commission outlines a proposed program of work for the first year.

"This will be a time of opportunity such as occurs only rarely in history," the Report states. "During the first year or so of FAO's operations the world will be emerging from the ordeal of war. Institutions, traditions, habits, and policies will be in a state of flux. Many governments .... will want to secure better living standards for their farmers and to initiate sound policies relating to food and agriculture, forestry and fisheries. Many new international arrangements will be in the making, and it will be easier for governments to begin new programs before old patterns of thought and action become reestablished."

The program of work recommended by the Commission emphasizes early aid to countries still suffering acute wartime food shortages. FAO's part in this work -- which is UNRRA's primary responsibility --

will be to collaborate with UNRRA on plans for rehabilitation which have long-term significance, especially in countries where food is perennially short of people's needs. One of the first steps suggested is for FAO to help in setting up national nutrition organizations in as many nations as possible. The viewpoint FAO is urged to keep in mind is that even under unfavorable conditions and at existing economic levels, the diets of large population groups can be improved by applying nutritional knowledge, and that to undernourished or seriously ill-nourished people, even a slight advance can mean a considerable gain in health.

Agricultural Production Problems
Need Early Attention

Most of the suggestions for FAO's first year have a direct or indirect bearing on nutrition and food management, but the Report recognizes that a vast range of problems in agricultural production awaits attention. It recommends that for the first year attention be focused on services that will give reasonably prompt benefit and will be useful to a large number of countries. These include aid to less developed countries in increased growing of fruits and vegetables, increased production of eggs by better poultry-keeping, introduction of better hand tools and simple machinery, the use of fertilizers and of better cultivation practices and better varieties of plants, better control of insects and of plant and animal diseases, and better livestock practices.

In bringing about these improvements, FAO would make necessary contacts with governments and with research institutions so that on request it could help to get some of these reforms started, particularly those that might be most useful in the less developed countries. In some cases this would require sending missions of experts to the countries or regions concerned.

Another early activity of FAO will be the assembling of statistical data on important phases of production, marketing, and consumption of food and other agricultural commodities, and the establishment of a current reporting service. Concurrently, using whatever data are available, FAO is urged to undertake the best possible appraisal of existing commodity situations and production programs. This will provide the basis for advice -- likely to be sought early in FAO's existence -- on the adaptation of production to changing world needs, including better integration with consumption needs.

A world census of agriculture, forestry, and fisheries is recommended for 1950 or as soon thereafter as possible.

Prompt Beginning Urged for Work in Fisheries and Forestry

In fisheries, which is a new field for any world agency, the first need is to survey resources, and determine how they can be most rapidly rehabilitated and developed. "Cooperative arrangements should be made promptly with regional fisheries organizations," the Report states, "and a study of fisheries statistics and fisheries research should be started as soon as possible."

Similarly, FAO is urged to lose no time in assembling information about the present productive capacity of forests, and about requirements and supplies of major forest products in different areas. It should assist governments in planning such national and international measures as will be called for to forestall further forest destruction without delaying the progress of reconstruction, the resumption of international trade, and the beginnings of industrial expansion.

Immediate Review of Agricultural Policies and Commitments of Advanced Countries Urged

In regard to the United States and other economically advanced countries, the Commission recommends not only a review of the demand-supply situation of the staple agricultural products, food and nonfood, but also an analysis of national policies and commitments for the next few years.

"One of the most useful functions FAO can fulfill," says the Report, "will be to convene meetings of experts from different countries to appraise urgent situations and recommend what can be done about them, with a view especially to working out programs that will supplement rather than conflict with one another."

The Commission also anticipates many requests to provide information on advances recorded in the various sciences during the war years -- in the nutrition and food sciences, in the agriculture and forest sciences, in food technology and wood technology. Scientists in war-torn countries have been cut of touch with what has been going on in their fields, and they have much ground to cover in as short a time as possible. FAO, therefore, should endeavor to have summaries of recent scientific progress prepared for wide distribution.

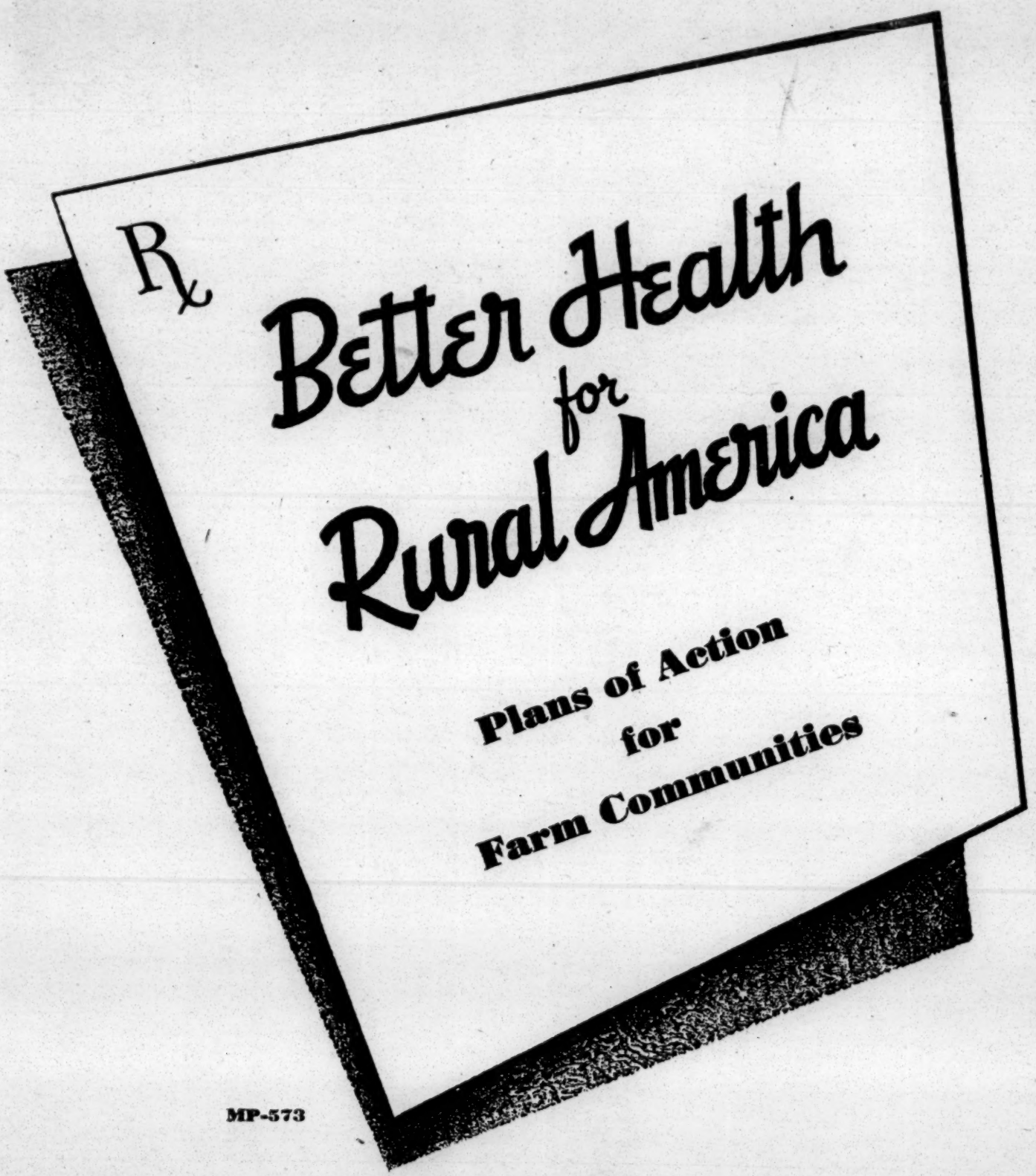
FAO to Stress Identity of Producer-Consumer Interests

In addition to the recommendations for FAO's first year, the Report examines at length the world conditions that brought FAO into existence. "If there is one fundamental principle on which FAO is based," the Report states, "it is that the welfare of producers and the welfare of consumers are in the final analysis identical. For a vast majority of the

world's people this is self-evident; they are the farmers, hundreds of millions of them, outnumbering all the other people on earth, who produce the food they themselves consume and little or nothing besides. But in the case of the two other great groups -- the consumers who live in towns and work in industry and trade, and the farmers who sell a sizable proportion of their produce to this group -- the identity of producer welfare and consumer welfare is by no means always self-evident. On the contrary, the interests of the two often apparently conflict. But the conflict is only apparent. The exploitation of producers as a group will not in the long run benefit consumers, nor, in the long run will it benefit producers if consumers as a group are put at a disadvantage. Wherever the contrary seems to be true, it is because all of the factors have not been taken into account, including the risk of social upheavals and wars. There is always a larger framework in which producer and consumer interests are seen to be the same. It will be the business of FAO to seek and to emphasize this larger framework, this whole view, as a basis for the reconciliation of differences and for progress toward freedom from want and higher levels of living for all."

FAO Dedicated to
Good Use and Good Management
of Soil Resources

In a paragraph dealing with conservation in its broadest aspects, the Report gives a striking picture of another of FAO's functions: "Over those parts of the earth not covered by water lies a thin crust of soil, perhaps equal by comparison to the thickness of a sheet of tissue paper wrapped around a globe six feet through. Much of this soil is inaccessible for cultivation, or it is unusable for other reasons. From the rest, the world's growing population, now more than two thousand million, must draw all their sustenance except what they get from the sea; and even the fishes, like all other living things, are fed in the final analysis out of the fertility of the land. Whether this thin layer of soil is to be a wasting asset or one maintained in perpetuity and made more fruitful for mankind will depend on how it is used and managed. Nothing more deeply concerns the well-being of men and nations. FAO is dedicated to furthering good use and good management, in all ways and by all peoples, of this most basic of man's resources."



MP-573

UNITED STATES DEPARTMENT OF AGRICULTURE
INTERBUREAU COMMITTEE ON POST-WAR PROGRAMS

Washington, D. C. **October 1945**

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FAO INFORMATION SERVICE BULLETIN

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December 3, 1945 I.S.B. 1

FAO developments since the Quebec conference are confined chiefly to the meeting of the Executive Committee, held throughout most of the week following the conference, which ended November 1.

Members of the Executive Committee of FAO:

Prof. André Mayer, Chairman - Vice-President, Collège de France
Howard R. Tolley, Vice Chairman - Chief, Bureau of Agricultural Economics, U.S. Department of Agriculture
Sir Girja Shankar Bajpai - Agent General for India in the United States of America
Edouard Baker - Chief, Control of Agricultural and Industrial Enterprises, Department of Agriculture, Haiti
G. S. H. Barton - Deputy Minister of Agriculture, Canada
Newton de Castro Belleza - Superintendent of Agriculture and Veterinary Education and Director of National Defense Section, Ministry of Agriculture, Brazil
R. R. Enfield - Principal Assistant Secretary, Economics Division, Ministry of Agriculture and Fisheries, United Kingdom
E. J. Fawcett - Director-General of Agriculture, New Zealand
Anders Fjelstad - Delegate of the Royal Norwegian Government on Agricultural Affairs in the United States of America
Alfonso González Gallardo - Under-Secretary of Agriculture, Mexico
Darwish Haidari - Director, Central Agricultural Experiment Station, Iraq
Stanislaw Mikolajczyk - Deputy Prime Minister and Minister of Agriculture and Agricultural Reform, Poland
P. W. Tsou - President, Agricultural Association of China; Senior Adviser to the Ministries of Agriculture and Forestry and of Food; Resident Representative in the United States of America of the Ministry of Agriculture and Forestry

P. R. Viljoen - High Commissioner for the Union of South Africa in Canada
Arthur Wauters - Minister Plenipotentiary, Ministry of Foreign Affairs, Belgium; Chairman, Belgian Food and Nutrition Commission

Note: Darwish Haidari was unable to reach the United States in time for the meeting. P. R. Viljoen was absent because of illness.

1. Conservative staffing policy

Director-General Sir John Orr informed the Executive Committee that he intends to proceed conservatively in building up the staff of the organization. Appointments will be made as the work develops, and the best available experts will be sought in each field.

Meanwhile FAO will use as fully as possible ad hoc committees or panels of experts obtained from governmental or other organizations to study specific problems and recommend lines of action. Since the organization will not be large, it will need to continue to use such committees to a considerable extent even when it is fully staffed.

The extensive use of committees with changing international personnel will in itself strengthen collaboration among nations in solving problems of food and agriculture, forestry and fisheries.

2. Louwes and McDougall appointed Special Advisers

With the concurrence of the Executive Committee, the Director-General appointed two top assistants, S. L. Louwes of the Netherlands and F. L. McDougall of Australia, designating them temporarily as Special Advisers.

Mr. Louwes left for Europe early in November to hand over his official duties in the Netherlands and then to confer with Member governments on the work of FAO.

Mr. McDougall was given full authority to act on behalf of the Director-General during the latter's absence from the headquarters of the organization.

Biographical notes

Stephanus Louwe Louwes. Born March 29, 1889, on a farm in Holland. Graduated 1912 from the State Agricultural College, Wageningen. 1918 in the Government Extension Service as county adviser and director of an agricultural school. 1919-1935 secretary of a provincial agricultural association

and President or Director of several other agricultural organizations and cooperatives, including the Netherlands Association for Agricultural Science (1930-date). Since 1927, President of the Association for Soil Testing. Since 1931, Government Commissioner for various "agricultural crisis" organizations (agricultural marketing organizations for wheat and other grains, pigs, cattle, dairy, potatoes, etc.). In 1937, Mr. Louwes made preparations for a food supply organization in the Netherlands during wartime, and since the beginning of the war he has been in charge of the food supply organization in that country.

Frank Lidgett McDougall. Born 1884 at Blackheath, [redacted] London. After studying chemistry in Germany he went to Australia where he established an irrigated fruit farm at Renmark, S. Australia. He has remained closely associated with the Australian dried fruit industry and served as Chairman of its London Agency. In 1923 he became Economic Adviser to the Australian Prime Minister and in that capacity participated in a series of Imperial Conferences and in the World Monetary and Economic Conference of 1933. From 1930-1939 he was an Australian Delegate to the Assembly of the League of Nations and with S. M. Bruce was responsible for inducing the Assembly to approve the campaign on Nutrition in relation to Health, Agriculture and Economic Problems.

After doing much preparatory work for the Hot Springs conference he became the Australian member of the Interim Commission on Food and Agriculture and Chairman of its Reviewing Panel.

Member of a number of official committees including the League Economic Committee and the Delegation on Economic Depression, the Imperial Economic Committee, the Council of the Imperial Agricultural Bureaux, and the Permanent Committee of the I.I.A.

3. World balance sheet will show food supplies and needs

The Executive Committee agreed with the Director-General's proposal that one of the first projects to be undertaken by FAO should be the drawing up of a world balance sheet.

This would show, by countries, the production and supplies of certain major agricultural commodities, the trade in these commodities, the per caput consumption, and the amounts needed in deficit areas.

An ad hoc committee of economists and statisticians will be asked to have these figures prepared at the earliest possible date. A good deal of material is available from national agencies and wartime international organizations concerned with food production and supply.

Though some of the figures must be rather rough estimates, it is expected that they will give an approximate world picture which, among other things, will show the human and the economic danger spots that should have immediate attention.

FAO will need such a picture as a basis for any proposals it may make looking toward sound world food and agricultural policies.

4. Advice sought on forestry and fisheries

Two small ad hoc committees - one on forestry and forest products and one on fisheries - were appointed by the Director-General to study the many recommendations on these subjects made at the Quebec conference and suggest priorities for FAO's work. Their reports recommended that as a first step FAO should prepare figures showing the present situation, as in the case of food and agriculture.

Forestry committee:

Lyle F. Watts (U.S.A.), Chairman
Anders Fjelstad (Norway)
Huan-Kuang Fu (China)
Tom Gill (U.S.A.)
Egon Glesinger (Czechoslovakia)
Sir Herbert Howard (India)
Edward I. Kotok (U.S.A.)
Jean Vinzant (France)

Fisheries committee:

Thor Thors (Iceland), Chairman
Raymond Gushue (Newfoundland)
Anders Fjelstad (Norway)
Olav Notevarp (Norway)
D. J. van Dijk (Netherlands)
Andrew W. Anderson (U.S.A.)

5. International Institute of Agriculture

The Executive Committee approved a proposal that in the near future several of the Member governments of FAO take the initial steps for the absorption of the International Institute of Agriculture by

the Food and Agriculture Organization, in accordance with recommendation made at Quebec.

6. Accent on information

On the ground that the aims of FAO can be won only if they have wide popular understanding and support, the Executive Committee advocated a vigorous information policy on the part of the organization. As an intergovernmental organization, FAO must deal in the first instance with governments. They should be asked to help in any way they can in getting the principles and the work of FAO widely publicized among their people. FAO in turn should help in any way it can. But the word must not outrun the deed. Not promises but performance will be the test of FAO's value.

7. Executive Committee to meet again in March

Besides considering these matters of policy, the Executive Committee adopted rules of procedure and appointed a small subcommittee on questions of finance and staff regulations for FAO.

The Committee set the first part of March, 1946, as the date of its next meeting.

8. Director-General goes to London

On November 12, after the final sitting of the Executive Committee, Director-General Orr left for London. There he will cut loose from his political, professional, and business commitments. He plans to return to the United States before the end of December.

9. Reports of Quebec conference in preparation

The following material resulting from the Quebec conference is being prepared for publication:

(a) Verbatim minutes of plenary and commission meetings: These will be mimeographed and sent to governments.

(b) Report of the First Session of the FAO Conference: Consists of the reports of Commissions A and B, with a letter of transmittal by the Chairman. Appendices contain the formal resolutions and recommendations adopted by the Conference, including the Rules of Procedure, the Financial Regulations, and the Financial Regulations (Temporary). The Report has been edited for printing and should be ready for distribution to governments and to members of delegations about January 15, 1946.

(c) Semi-popular summary of the Report: A printed document of 10 or 12 pages is being prepared summarizing the full report in some detail. It will be sent to governments, members of delegations, editors, and others particularly interested, and will be available in limited quantities on request.

(d) Brief popular summary: This will be a printed leaflet for wide distribution. It will be available in limited quantities on request, and, if the demand warrants, may be translated into several languages.

(e) Closing statement by the Chairman at the final plenary meeting: Mr. Pearson's speech is now available as a printed folder in English. It will also be published in French, Spanish, Chinese, and Arabic.

10. Director of Information Service appointed

Before leaving for London, the Director-General appointed Gove Hambidge as Director of the Information Service of FAO.

Biographical note: Born in Kansas City, Missouri, 1890. A. B. Columbia University, New York. Magazine editor, freelance writer, author of several books. Ten years with U.S. Department of Agriculture, first as Editor of the Yearbook of Agriculture, later as Coordinator of Research Publication. Member U.S. delegation, Hot Springs. Rapporteur, Reviewing Panel, Interim Commission. Executive Secretary, Interim Commission. Secretary of General Committee, Quebec.

FOOD AND AGRICULTURE ORGANIZATION
OF THE UNITED NATIONS
2841 McGill Terrace, N.W.
Washington 8, D. C.

November 30, 1945

Dear Sir:

This is the first Information Bulletin to be issued by the Food and Agriculture Organization at present located in Washington, D. C. This Bulletin will be forthcoming monthly, bringing you news of the development of the Organization and its objectives. It will be furnished to you upon indication of your desire to continue receiving it. Please fill in the form below and return it to the Washington headquarters, Administrative Office.

Gove Hambidge
Director of
Information Service

Please send me the Information Bulletin as it is published each month:

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EFFECTS OF FARM OWNERSHIP ON RURAL FAMILY LIFE

HARRY W. ROBERTS
Virginia State College

Reprinted from SOCIAL FORCES
Vol. 24, No. 2, December, 1945

Made in United States of America

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EFFECTS OF FARM OWNERSHIP ON RURAL FAMILY LIFE*

HARRY W. ROBERTS
Virginia State College

IN RECENT years increasing attention has been paid to the relation between income or economic status and various aspects of family life. As a result of studies of rural family life in Virginia with special emphasis on the Negro family, the writer has been greatly impressed by the role that home ownership and occupational status play in the security, stability, freedom, and independence of family life. Undoubtedly there are other influential factors, but in many ways and for many purposes home ownership and occupational status —the two generally associated in farm life—are decisive.

It is the thesis of this paper that it is only when the various conditions or characteristics associated with occupational and property status of the family unit and its members are considered, that the character of family life can be fully grasped. Some of the most important of these conditions are illustrated in Chart 1.

The characteristics of family life vary quantitatively and qualitatively with occupational status and with property or nonproperty ownership. Though many owners are economically no better off than many non-owners, yet as indicated in the chart, owners in the composite show a fundamentally superior position to that of non-owners. This ownership status tends to provide the material conditions for a free, secure, and purposeful life—a life directed along self-chosen paths toward self-chosen goals. There tends to be associated with ownership more income, stability, independence, security—economic, social, and physical—more pride and sense of personal worth, more initiative, more foresight, a larger sense of social responsibility, and a greater scope for the active expression

* This paper is based on a rural survey which began in 1937 and was completed in 1943. Most of the field work by the writer was done during the summers of 1937 and 1938. The completion of the study was made possible by a grant from the General Education Board. The complete study is the writer's thesis at Yale University entitled "The Life and Labor of Virginia Rural Negroes."

CHART 1

Occupational Status and Employment Conditions of Virginia Rural Negroes

Working conditions and rewards	Farm owners	Cash tenants	Other tenants	Croppers	Farm wage laborers
Income amount	At least ⅔ less than $600 a year gross farm income. About ⅔ some additional income from nonfarm work	About same as farm owners	Less than owners, family labor poorly paid	About half as much as owners, extra family labor poorly paid	Practically all under $600 a year, perquisites included. Average cost $1–1.25 per day
Form	Cash from sales of total crop, cash for nonfarm work, home grown foods, house rent and fuel	Same as farm owners	Cash from sale of ⅔ or ¾ crop. "Furnish" deducted. Garden, house, fuel	Cash from sale of ½ crop generally. "Furnish" deducted. Garden, house, fuel	Varies. Cash or part of cash and part of crop. If latter, perquisites same as croppers
When and how paid	When crops or stock sold. Prompt payment for nonfarm work	Same as farm owners	Generally once a year. May have regular advances from landlords	Same as other tenants	Wages (cash or advances) paid weekly or monthly, and have some of crop
Type of work	Farm work determined by size and location of farm; nonfarm work by availability. Av. 100–160 days in 1939	Same as farm owners. Av. 113–168 days	Farm, unskilled nonfarm work. Latter usually limited by contract. Av. 86 days	Same as other tenants with more restrictions. Av. 85 days	Farm work
Hours of labor	Self determined; summer 11–14 hours, winter 8–10 hrs. per day	Same as farm owners	Determined in part by themselves and in part by landlords. Usually from sun to sun	Determined by landlords. Usually from sun to sun	Determined by employer: summer 11–13 hrs. winter 8–10 hrs. Sun to sun on many farms
Regularity of work (months per yr.)	Depends on size of farm and availability of nonfarm work. Small farms 7–12 months; large farms 10–12 months	Same as owners	9–10 months	7–11 months	Varies according to terms of employment 6–12 months
Work of wife and children	Moderate amount, self-determined	Same as owner	Somewhat harder than owners. More child labor. Wife frequently takes in washing	Somewhat harder. More child labor. Wife frequently takes in washing	Wife frequently takes in washing or works away from home. Children less than croppers

Influence of work on family mobility and absence from home of family head	Home stable: 71 percent on same place 10 years or more. Owners of small farms may have temporary absence for off farm work	Home less stable than owner	⅓ move each year. Much of off-farm work local, with return home nightly or weekly	⅔ move each year. Off-farm work same as other tenants	About same as croppers
Coverage by workers compensation act. (State) Unemployment Compensation or wage hour law (Federal)	None (unless extended) nonfarm employment with participating companies	Same as owners	Same as owners	Usually none. Same as owners	Usually none
Membership in farm organizations, labor unions, etc.	Many belong to farm organizations promoted by Extension agents	Same as owners	Less frequently than others	Much less frequently than others	Rarely
Pensions	Farming workers none. A few from nonfarm work	Same as owners	Same as owners	Practically none	Practically none
Work hazards	Moderate except in some nonfarm work	Moderate	Moderate	Moderate	Moderate
Prestige value of status	Generally high	Superior to share tenant	Superior to croppers	Low	Lowest

and normal development of personality. Owners have the experience of assuming full responsibility of self-maintenance for themselves and families, of doing their own thinking and planning and of shouldering the consequences of their actions. These qualities developed in the parents tend, by association and teaching in daily life, to be passed on to their children.

Perhaps the expressions made by the people themselves as to the significance in their own lives of home ownership status and occupation would give a clearer insight into the role played by these factors in the family life than any statistical treatment of the subject.

Owners

One man past 50 who was farming part of the 80 acres he had purchased said: "I could have done much better in earlier days if my father had lived to encourage me. When you see everybody not doing anything you won't do anything. Before he died, father bought eight acres of land and built a home for my mother. I saw what father had done and tried to pattern after him. It doesn't take much to give a man an idea but he must get it."

A woman who had spent about 30 years working in New Jersey and had built a little home on a lot, said: "I wanted a place I could call my own and something to leave for my daughter."

Another woman passed middle life said: "Well, when you haven't anybody and you get old and have no money, or you get sick and can't help yourself, people will look after you if you got something."

One man 55 years old who owned a small plot said: "When a man is as old as I am, folks don't want you to work for them. I can't do public work. I could do it as a young man, but owning this little place I can get up early before the sun rises and work in the cool and sit down in the shade when it is hot. At night God grows my crops while I sleep."

One woman whose father had died, leaving the house empty was asked by a neighbor if she wished to sell it. The woman replied: "Even though my house is closed all the year except one month when I am home from Washington on a vacation or if it tumbled or burned down, I would keep the place because if anything happened to me or my husband, I could come down here and pitch a tent on my land and live, and nobody could drive me off. Lots of folks live in tents these days you know."

A man, speaking of his sisters and brothers said: "We agreed that one of us would stay here and take care of the place as long as one of the heirs lived. I have no children, but if any of my brother's or sister's children, now living in Philadelphia, should get sick and the doctor would advise them to go to the country, they would have a place to live."

A woman who had aided her husband to buy a home said: "My mother moved from place to place to work and I got a horror of moving. I promised myself that if ever I married I would work to have a home for my children."

A farmer who had bought his farm twice because of a defective title stood in the midst of his four grown sons and boasted proudly: "I have never hired any one of my children out for these cheap wages and I never will."

A close fisted old bachelor who was building a two room house on his little 5 acre plot, said: "No I never do any work for the starvation wages they pay around here. A man is just losing by working for such wages. He loses his health, wears out his clothes and shoes. In the long run a man is better off if he doesn't work for others in the community."

A minister asked whether farming aided or hindered his ministerial work, replied: "It helps me. For instance when I am plowing in the field a sermon thought comes to me. I stop my team right there and run to the house and write out a whole sermon. I couldn't do that if I were working on somebody else's place."

To the extent that rural Negro families lack ownership in land and other means of production they tend to lack the measure of freedom, security, and independence experienced by owners. The people recognize this. If non-owners are asked why they prefer a superior tenure from the one they occupy they invariably answer—more money or crops and more "freedom" or "privilege." By "freedom" or "privilege" they mean control over their own life and work. For example, a share tenant, asked why he preferred cash tenancy, a status he had lost, replied:

You see, like I am now I don't have any "privileges," I have to do what the landlord wants me to do, plant what he wants me to plant and come and go when he says so. I go to the agricultural agent's meeting and he tells me I ought to do this. I come back to the farm and the landlord tells me do that. I've got do what the landlord says.

As indicated by the chart, there is a lack among them of security in tenure. Non-owners are the most mobile of all the rural people. The unwrit-

ten contracts, generally for one year, permit them to be turned off the land, out of employment, or out of a house, with little or no notice. The constant moving of families from one place to another is largely in search of security as revealed in the various reasons they have given listed below:

Wage Laborers

"If I could sharecrop, you see, I could raise some corn to have bread for my children.

They wouldn't fix the house. When it rained we had to pull the bureau and put our clothes in the middle of the floor.

I asked for some food and some money for clothes, but he refused.

My daughter's husband drank and he couldn't get along with the landlord; I just left.

There were two families in my house and the children were getting larger.

The landlord didn't pay regular.

I want to farm a full crop, I can't make enough to feed my family.

House was too small.

The landlord promised he wouldn't cuss at me but he did it again. I don't cuss myself. I left before trouble came.

The owners just wanted the house.

Tenants

We moved here so our children could get some schooling. There was no school at C, that's why Willie (12 years old) is in the first grade.

I left because I just couldn't make any money on that place.

The widow died, and young folks always make new arrangements.

I was sub-renting and the third man down. Just couldn't make anything.

The place is up for sale. The landlord wants me to break some new ground for next year. I can't do that and have the place sold when the crop is half made. I'm leaving.

I got to give up this place, the landlord's cousin wants it.

I left that farm last year, because the landlord wanted a hired hand to stay in the house. I hardly had room for my family.

My boys began public work (nonfarm). I couldn't work the place alone.

I left because they had no tobacco barn on the place. I had to carry my tobacco over to another cropper's barn.

Just had to do too much extra work with no pay.

My family is increasing and I don't have enough land.

Place was too rough and hilly, so we moved here.

When the landlord died, his daughter got married and her husband thought my force had grown too small to farm the place.

The landlord didn't settle.

I had a difference with the landlord and I left my tobacco in the field.

The landlord was unable to give me a good team.

The landlord didn't have the land he thought he had. The Government owned it.

The landlord wanted me to save the crop on two farms, his and his son's. We moved here so we would not have so much crop to go through to save our own.

He overcharged me in store credit and sometimes the weights were short right much, three pounds of meat for four.

My father loaned the landlord some money until he could go to the bank, but the landlord would never pay him. I quit.

Have to leave this farm. It's too big for me. Father died last month.

I am moving because our house is too close to the landlord's and the children play together. They are getting large and before any trouble arises, I thought we better go.

The landlord wanted me to be on his place in the morning before sun-up when the bell rang; I am no laborer.

I came to town because the Government cut the crop. How can I provide for my family on two acres of tobacco, giving the half.

The landlord on the other place would not let us have a garden.

The landlord promised to furnish me, but when I got here he couldn't.

Advances not sufficient to live on.

I was living too far in the backwoods. I came to this place.

This lack of security may be seen also in the reports from a number of Negro tenants and croppers failing to receive their proper share of Government payments in the crop reduction and soil conservation program. T's case is typical of those having this experience.

Mr. P. came around one day and called all his tenants together and told us that the Government wouldn't make out the checks to him but the money belonged to him. We refused and told him it looked like the Government would have put his name on the checks if they belonged to him. But he talked so mean that we gave him part. My check was $20.82. I gave him $5.00.

When asked why he remained on this farm, he replied: "Mr. P just puts you in the pen and when you starts over this way to get out, Mr. P is over there first and has the bars up. Then you starts over this way and again Mr. P gets ahead of you and lays up all the bars, and you just can't get out."

They lack security in their title to the products of their labor—crops, gardens, orchards, fences, or other improvements to property that they make. Lack of fall and winter gardens is partly due to the fear that they may have to leave them behind. If they were to invest money or labor in any of these things and were soon after turned off they would lose it. The consequence is that they use their energies sparingly in this way, and their children receive little training in caring for property. In fact, the absence of such teaching may be equivalent to teaching against the care of property. Almost invariably one can on sight distinguish between an owner's and a non-owner's home. The former, however poor, will have some mark of the owner's interest and pride. It may be no more than a row or two of flowers, a grape arbor, a shade or fruit tree, an improved walk, some whitewashed stones along the drive, a new board that patches the house, or a little paint. These marks are almost universally absent about the houses of non-owners.

Non-owners lack security in the investment of money, time, interest, and energy in any of the local organizations or institutions, membership in which may financially aid them directly or indirectly; such organizations or institutions as co-operatives, fraternal orders, churches, and schools. Not being certain of their tenure they are reluctant to invest in anything out of which they can not immediately receive benefits. Hence, most leadership positions in the community tend to be monopolized by members of owner families. Agricultural agents complain that it is very difficult to get croppers and farm laborers to their meetings. They claim these workers are not interested.

They lack security from economic exploitation by many who own, as in cases where they will work under adverse conditions and circumstances in terms of wages, hours, safety, and the like, because they must live and work somewhere but have no immediate prospects of securing anything better. Being economically insecure by status, their small and irregular income generally restricts economic planning to a very narrow sphere and to very short periods. They can not assume financial obligations as a means of getting ahead, for nothing is ever certain about tenure and income. The tendency, therefore, is to spend for immediate needs and desires.

Economic insecurity means social insecurity. Since social position in the community—membership in organizations, and relations with neighbors—are largely determined by economic status or income, the non-owners are as socially unstable as their income. Their membership fluctuates with the changes in income. This leads to psychical or emotional insecurity. They work continuously in a state of uncertainty, expecting the worst. There is often a haunting fear of a turn of events in their fortunes due to the whim of a landlord or some member of the landlord's family. It may be the approaching death of a landlord or change in his fortunes that arouses the fear of the repercussions of these events upon themselves.

Next to the lack of security is the lack of freedom. They do not enjoy the freedom of owners to go and come as they please, to join organizations, to participate fully in the life of the community, to plan and execute their work. Particularly do they lack freedom in their contractual relations having to do with work. The threat of being forced out of the rented cabin and on the road is sufficient to coerce them into accepting poor conditions of labor.

The lack of independence is also characteristic

of the non-owners. Independence of thought and action is difficult of achievement without the economic support that property owning tends to provide. The grown son of a white tenant, describing the situation, says:

> Very often when more than one tenant is on a farm, they compete with each other in "boot-licking" and if there are white and colored tenants on the same farm the boot-licking is greater because the white tenants think the Negro tenants will do something for the landlord that will cause him to drop the white tenants, and the Negro tenants fear that they may be displaced by white tenants who might win the landlord's favor, because of their race. Landlords sometimes skillfully play on these suspicions.

The danger of drifting downward is always present. They have no safeguards against times of long illness, serious accidents, deaths or other misfortunes. In these times they generally have to appeal to charity. This lack of independence tends to produce a certain type of personality. Their general experiences tend to a loss of self-respect, a weakening of the moral fibre, and in many cases to pauperization. They tend to develop the manners, attitudes, and habits of servility along with a type of cunning and deceptiveness in their relations with others. When lives are spent almost entirely under the orders of others, the power of carrying out their own ideals and purposes is so frustrated or thwarted that it tends eventually to be lost. Insofar as they are employed, they are employed in carrying out purposes of others.

Many illustrations could be given showing how this complex of factors affect family life.

THE EFFECTS OF ECONOMIC STATUS AND ASSOCIATED CHARACTERISTICS ON FAMILY FUNCTIONS

The family has three fundamental functions, namely, (1) the societal, (2) the marital and (3) the filial.[1] This classification of functions considers functions in relation to the persons or interests chiefly served; namely, society, husband, wife, and finally the children. The chief societal functions may be viewed as (1) propagation—or supplying the population—and (2) preservation and transmission of culture.

With regard to the first function, propagation, the census figures and local study data indicate that owner families tend to produce fewer children than the non-owners. A full comparison on this point would, of course, involve a comparison of the physical and mental quality of these offspring, insofar as it is determined by heredity, but that is beyond the scope of this study. Some of the factors accounting for this difference in birth rate are the existence among the owner families of a greater degree of formal education, wider experience, more varied interests, the responsibilities which property ownership entails, and the absence of the economic and social pressure felt by farm laborers and tenants to produce children for farm labor. Share croppers and tenants and to some degree farm laborers report that one of the questions which a landlord asks a new man seeking land to cultivate is, "How large is your 'force'?" The word 'force' means the number of children together with the wife capable of performing farm labor. Croppers and tenants without a sufficient "force" are rejected, while the larger the "force," other things being equal, the better the prospects in bargaining for a contract to farm the land. Farm laborers, seeking to raise their status to that of cropper or share tenant tend to regard a number of grown children in the family as a prerequisite to entering upon the new status. In contracting for the cultivation of land, croppers and tenants are always made responsible for the labor. The farm labor and share cropping and tenant systems, then, are partly responsible for the larger number of children among those of that status than among owners. These systems, likewise, account for the existence of that tendency to regard a child as an economic means or an instrument to an end, and the early induction of the child into the field of labor.

Cash tenant and owner families tend in a superior way to perform the societal function of preserving and transmitting the "best" in the general culture. This is due to many of the social and economic characteristics of their status outlined in the chart above—greater permanence, security, independence, freedom, and income, as well as more and better education generally. Among the non-owners, excepting most of the cash tenants, several factors militate against families properly functioning in this manner. The only thing permanent about the majority of these families is change. The high mobility rate, the lack of security and permanence makes difficult the task of imbuing the family with the "best" available in the culture. The low and uncertain income keeps the members economically, socially, and

[1] M. F. Nimkoff, *The Family* (Boston: 1934), Houghton Mifflin Co., pp. 49–78.

psychologically insecure. Because of the low income the children are forced early out of the home into the labor market before the "best" in the culture has had a chance to become a part of them so as to enable them to withstand the impact of the larger world. What of culture is preserved by these families is what is generally regarded as the culture's "worst" or the lags in the culture, such as, outmoded ideas and values, ignorance and supersitition, parental authoritarianism, low standards of living, habits of dependency and servility, a low estimate of self, a lack of social understanding, of interest and concern. Anything better introduced tends to be crushed before taking root due to the operation against it of these powerful economic and social forces associated with their status.

The marital functions of the family are also powerfully affected. The most important of the marital functions in the relations between husband and wife are the satisfying of (1) sex needs, (2) affectional needs, and (3) providing security and protection.

The greatest difference between the owner and non-owner families in performing the marital functions perhaps, is to be seen in the degree and type of security and protection afforded the wives by their husbands. In owner families usually the wives have more protection from the worst forms of economic exploitation during the life of the husband. Even if he dies, at least a shelter is left her and space enough to raise a garden. But for the wives of farm laborers, if living on the farm and particularly the wives of croppers and share tenants there is much less protection and security. The very contract made by their husbands with the landlord to make a crop, indirectly if not directly, places their labor at the disposal of the landlord, since the former are responsible for the labor and are generally unable to hire it. There are some cases where the wives of tenants and farm laborers feel that they should do domestic or other work for the wives of their landlords when asked, and accept whatever payment is given. In some cases reported perhaps not general, the cropper's wife once a week mowed the lawn and did other chores about the house and received only some little articles of clothes in return from the landlord's wife. This practice is in part a hangover from earlier days. In old age nothing has been accumulated by the head to take care of himself or wife in case of incapacity or long illness.

No workmen's compensation covers his serious injuries nor even the loss of life in the performance of labor. This is of increasing importance due to the increase of work hazards accompanying the gradual mechanization of agriculture. When the male tenant dies he leaves his family without as much as a shelter over their heads. A farm for rent can rarely be obtained unless there are large sons. In such cases and in the cases of widows of wage laborers as well, the family, after the loss of the father, has to pay the house rent instead of having a house provided by the landlord, thus throwing an additional burden on the family's slender resources. There are some cases where landlords have allowed a widowed woman with family to remain and farm the land by the aid of her children. Her protection and security in such cases rests wholly upon the interest and will of the owner, always subject to change, and generally is overridden at his death by his wife or children, or some stranger who becomes responsible for the operation of the farm.

The effect of the economic and social characteristics of status also tremendously affects the filial functions of the family, the relations between parents and children. Chief among the functions are (1) protection, (2) the inculcation of social values, (3) the disciplining or regulation of their conduct, and their orientation. As in the case of the other family functions, the filial functions are performed best in the owner and cash tenant homes. However, if parents from these homes because of work are kept from home long periods at a time, the filial function suffers. Likewise, where the income is very low, the owner families may not show much superiority over the homes of non-owners.

The parents' protection of children may be against the physical and social environment. The fact that owners average a larger income—partly because they are free to do off-farm work to supplement their farm income—that they are more or less permanently located in a house of their own, and that they can have a garden in which they need not fear losing their investments of time and money because of change of residence or for any other reason, makes possible among owners greater physical protection for their children in the basic fundamentals of food, shelter, and clothing than among non-owners. In times of need, they can borrow money, offering their property as security. Non-owners cannot do this. Moreover, owner

families show a smaller percentage of children at home working and particularly under the age of ten years.

Among farm laborers, croppers, and share-tenants, the situation is the reverse. Their status as non-owners does not enable them to guarantee the same degree of protection against the physical world in terms of housing, food, and clothing. Tenant and many farm labor contracts usually require that their whole time be spent on the farm. Moreover, the contracts for labor made by croppers and tenants with their landlords imply in fact the right of commandeering by the landlord of the labor of their children on the farm. This is generally done through the father, though a few cases were reported where landlords ordered children to perform certain tasks. Two teachers reported that they have had the experience of landlords coming to the school and ordering the children to the fields. The labor agreement explains, in part, why children of farm laborers and tenant families tend to lose more days from school than owner children. If the crop is to be planted in the spring or harvested in the fall and their labor is needed, the children are generally kept from school. Children of this lower economic status often lose from school a month in the spring and from one to two months in the fall because of farm work. And even if the farm work does not keep them out, they often are kept from school for a month or more in the fall until the one pay day in the year has passed—the annual settlement after the crop is sold. Money is needed for school clothes and shoes, but particularly for the purchase of school books. For many families there is the additional cost of bus transportation. This lack of economic protection is often responsible for children's leaving home in their early years to work.

Likewise, social protection in providing social status is one of the filial functions of the family. Owner families tend to give greater social prestige and status in the community, than do the non-owner families. The children tend to be participants in whatever there is that is best in the culture available. Even the teachers have reported that they have favored owner children because they did not understand the children from the poorer non-owner homes nor appreciated their peculiar problems. Children born and reared in many of the non-owner families tend to live in a world that does not permit them to become familiar with the general culture nor competent to live in it. Many of the local institutions that serve youth fail to reach them. For example, out of 193 Negro delegates to the annual meeting of the 4-H Club from counties served by Negro Agricultural and Home Agents convened at Virginia State College, July 30 to August 1, 1940, 174 were from owner homes, 18 from share-tenants' families, and one from a non-owner farm laborer's family. No cropper or farm laborer families were represented. The following year, out of 164 Negro youth attending the conference on wild life conservation, 129 came from owner homes, 12 from non-farm homes, 10 from share tenant homes, 6 from sharecropper homes, and no representatives from the 30,000 farm laborers' homes. The result is that a different personality type is developed in which the habit of non-participation and a carefree attitude develop.

The same differences may be noted in the capacity of these homes to inculcate social values and to orientate the child in the world about him. Not only geographically but also culturally isolated by economic status these children find it much more difficult to make the adjustments to the larger world than do those of owner children.

Local studies indicate that, although class feeling is not so strong as in cities, families tend to gravitate toward those of their status, which means children of non-owner families tend to associate with other children of that status and contract marriages with them.

These characteristics of non-ownership and occupation status of rural families in the State apply to most of the 47,107 farm tenants, of whom 12,804 are Negroes, and to most of the 62,969 farm laborers, of whom 30,136 are Negroes, not to speak of the non-owning rural non-farm workers.[2] There is abundant evidence to show that the characteristics of the Negro and white workers and their families in these categories have more similarities than differences.[3]

Although there is no such thing as absolute freedom, security and independence, these characteristics in rural family life are functions of land and home ownership. Conversely, family instability, insecurity, dependency, and lack of freedom

[2] 1940 Census of Population, Second Series, Virginia, p. 35; 1940 Census of Agriculture, First Series, Virginia, p. 28.

[3] William Edward Garnett and Allen David Edwards, *Virginia's Marginal Population A Study in Rural Poverty*, Bul. 335 Va. Agr. Exp. Sta.

are functions of non-ownership. This insecurity has great social significance for the entire social order—for the families as units, for the personalities that compose them, and for all the institutions of the society. Its importance in the life of an individual or group is suggested by the claim of the students of history that civilization began only when man achieved a settled life. Much of the chronic mobility among non-owner families is an indication of the dissatisfaction of these families with their conditions of life and represents their method of search for security. To the extent that this is true, their standard of living is above their level of living. Moreover, the status of the non-owning farm laborer and tenant (except the cash tenant) as it exists generally in the State is perhaps a handicap to the development of family life and personality.